

INFILL HOUSING DEVELOPMENT STRATEGIES

Community & Economic Development Department

Housing and Homelessness Committee

July 24, 2023

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BACKGROUND

SEPTEMBER 2019

City received State PGP funds to pursue projects that facilitate and streamline housing production including evaluating infill development opportunities.

OCTOBER 2021

City adopts Phase I General Plan Update including 6th Cycle Housing Element and Action Plan

JANUARY 2023

City and consultant team research and draft the Housing Strategies Report



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KEY TERMS

INFILL DEVELOPMENT

The addition of housing, businesses, or other new uses on existing sites within developed, urbanized areas as opposed to outlying or undeveloped areas, where the efficient use of existing in-place infrastructure and services can be realized.

BY-RIGHT DEVELOPMENT

By-right development is development that is approved based on the project meeting established, objective criteria

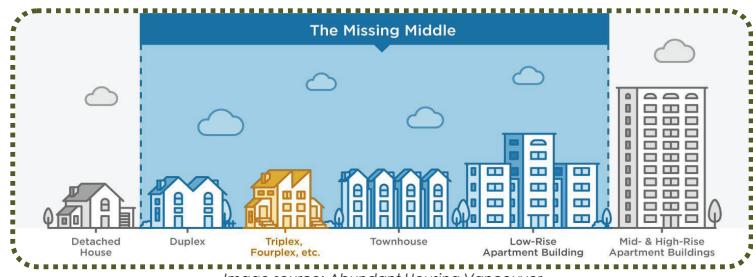


Image source: Abundant Housing Vancouver

MISSING MIDDLE HOUSING

A range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood. Missing middle housing types fall somewhere between single-family houses and large apartment buildings or complexes and are referred to as “missing” because, although once very common, they are often not legal to build under today’s development regulations.

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EXISTING POLICY FRAMEWORK



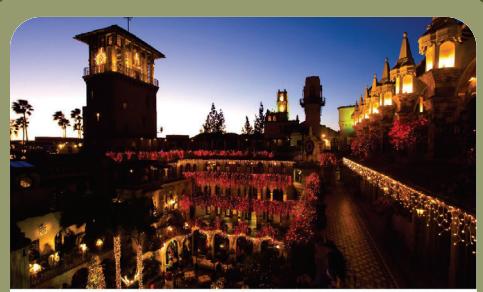
LAND USE AND URBAN DESIGN ELEMENT

Objective LU-10: Provide for appropriate timing of development in accordance with the future land uses designated in this Land Use Element.

Policy LU-10.1: Discourage the premature development of non-urbanized areas and encourage growth, through such programs as the Residential Infill Incentive Program, first in undeveloped and under-developed areas within, adjacent to or in close proximity to existing urbanized neighborhoods.



City of Riverside
HOUSING ELEMENT
SIXTH CYCLE 2021-2029



City of Riverside
RIVERSIDE ACTION PLAN



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IDENTIFIED STRATEGIES

- 1. Infill Development Ordinance**
- 2. Small Lot Subdivision Ordinance**
- 3. Senate Bill 10 Implementation**
- 4. Density Transfer Program**
- 5. Minimum Density Requirements**
- 6. Increased General Plan Densities**



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STRATEGY EVALUATION CRITERIA

Impact on increasing residential density	Impact on development feasibility
Impact on increasing housing unit production	Impact on established single family neighborhoods
Level of community interest	Impact on housing mix
Impact on City financial/staffing resources	Timing
Consistency with adopted plans/regulations	CEQA



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STRATEGY 1: INFILL DEVELOPMENT ORDINANCE

GOAL: Create flexibility in the zoning code to allow for development of existing lots that do not meet the current minimum development standards.

EVALUATION CRITERIA

- Within General Plan density limits
- Limited increase in residential capacity
- Community opposition unlikely
- Short term (<1 year)
- Exempt per Section 15060(c)(2), 15061(b)(3)

OPPORTUNITIES

- Creates a tool to develop vacant or nonconforming parcels
- Additional opportunities for “missing middle housing”
- Increases the market response to changing housing demand

CHALLENGES

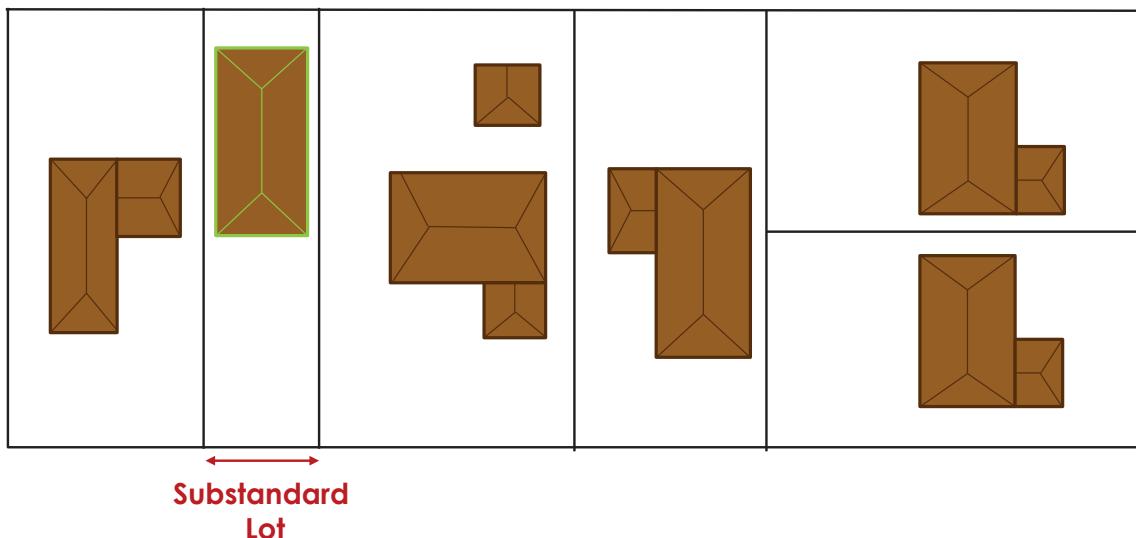
- Could result in a decrease of residential densities
- Permissive standards could result in neighbor opposition



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STRATEGY 1 EXAMPLE



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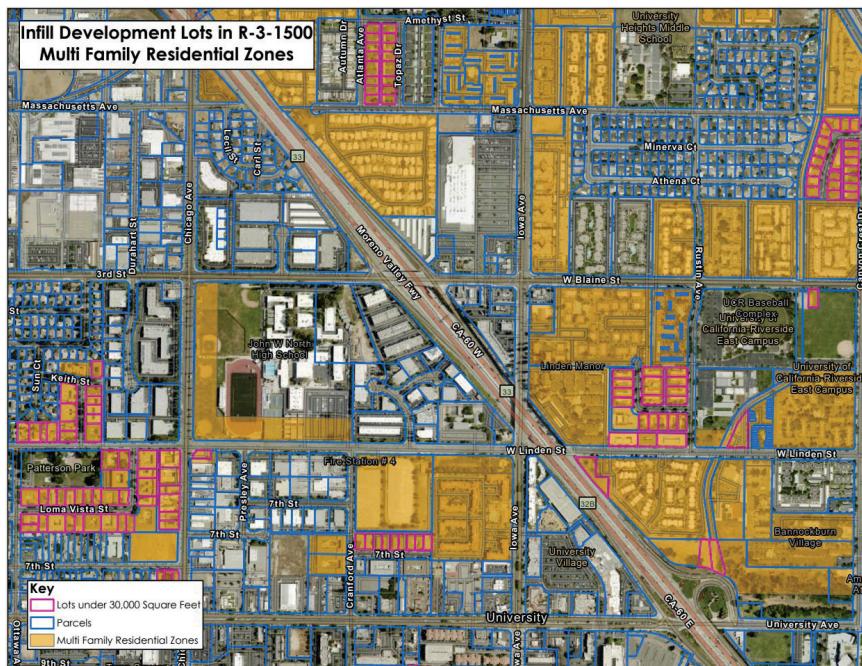
INFILL LOT EXAMPLE - SINGLE FAMILY



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INFILL LOT EXAMPLES - MULTIFAMILY ZONE



STRATEGY 2: SMALL LOT SUBDIVISION ORDINANCE

GOAL: Increase the number of residential lots by allowing existing lots to be subdivided into smaller lots.

EVALUATION CRITERIA

- Within General Plan density limits
- Limited increase in residential capacity
- Community opposition likely
- Short term (<1 year)
- Exempt per Section 15060(c)(2), 15061(b)(3)

OPPORTUNITIES

- Creates opportunities for “missing middle” housing in the form of smaller single-family detached homes vs. townhomes or condominiums
- Compatible in building size, character
- Lower-cost homeownership opportunity

CHALLENGES

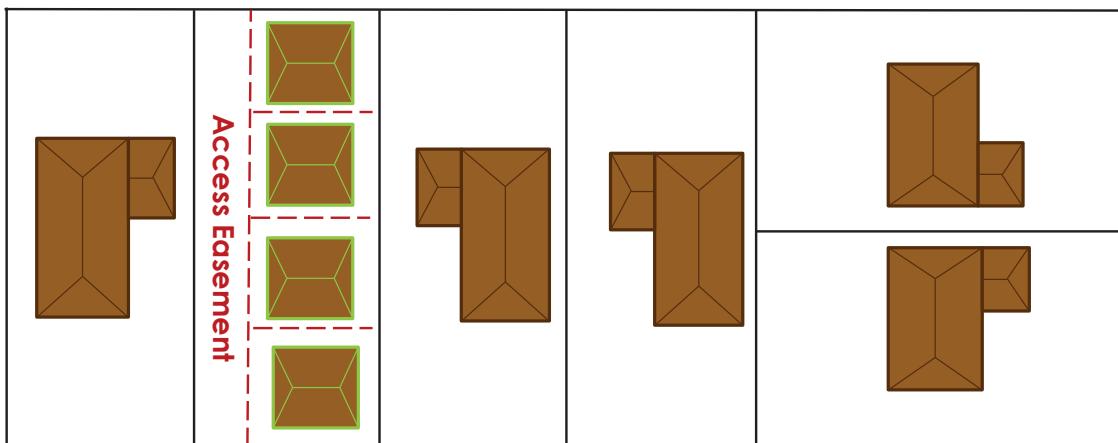
- More permissive standards could result in neighbor opposition
- In multifamily zones, could result in fewer residential units



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OPTION 2 EXAMPLE



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STRATEGY 3: SB 10 IMPLEMENTATION

GOAL: Rezone parcels using SB 10 to allow up to 10 units, 2 ADUs, and 2 JADUs per parcel

EVALUATION CRITERIA

- Increases General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Medium Term (1-2 Years)
- Exempt per Section 65913.5(a)(3)

OPPORTUNITIES

- Maintains local control over implementation
- Potential to create sizeable increase in housing supply (10 units per parcel plus ADUs/JADUs)
- City has until 12/31/2028 to adopt an ordinance

CHALLENGES

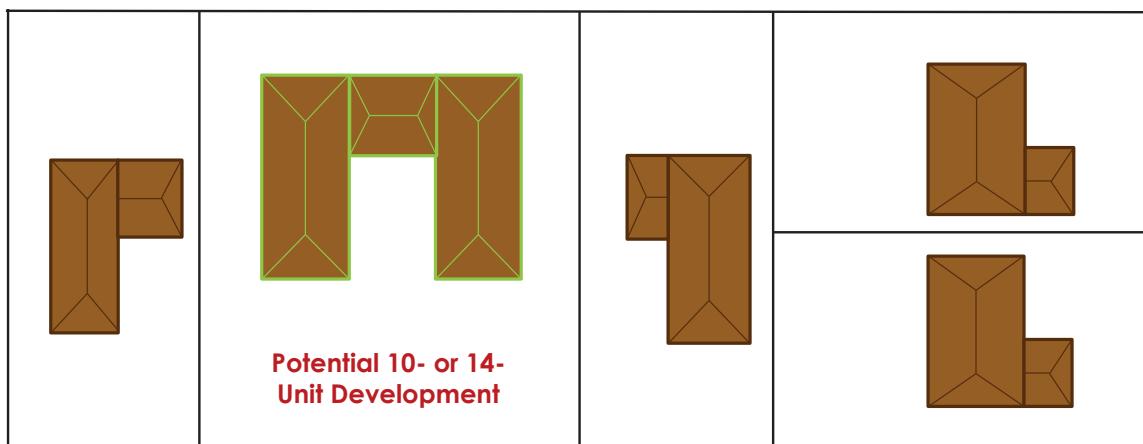
- No known successful implementation
- Neighborhood opposition against increase in density



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STRATEGY 3 EXAMPLE



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STRATEGY 4: DENSITY TRANSFER PROGRAM

GOAL: Develop a density transfer program to increase densities on undeveloped and under-developed lots.

EVALUATION CRITERIA

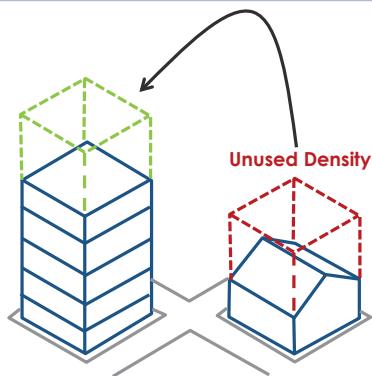
- Within General Plan density limits
- Moderate increase in residential capacity
- Community opposition unlikely
- Medium term (1-2 year)
- Addendum to General Plan EIR

OPPORTUNITIES

- Satisfies Housing Element Program HE-EJ-7-2
- Provides a way to gain back unused density within current limits
- Increases ability for market to respond to changes in demand

CHALLENGES

- Program development may be lengthy and/or costly
- Requires ongoing monitoring, tracking and reporting



Infographic Credit: NYC.gov



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STRATEGY 5: REQUIRE MINIMUM DENSITIES

GOAL: Amend the General Plan and Zoning Code to require minimum densities

EVALUATION CRITERIA

- Within General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Long Term (>2 years)
- Exempt per Section 15060(c)(2), 15061(b)(3)

OPPORTUNITIES

- Guarantees a certain number of housing units from a project
- Promotes transit use and pedestrian oriented development

CHALLENGES

- May be seen as infringing on development rights
- Substantial time and community engagement required



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STRATEGY 6: INCREASE MAXIMUM DENSITY

GOAL: Amend the General Plan and Zoning Code to increase maximum densities

EVALUATION CRITERIA

- Within General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Long Term (>2 years)
- Requires EIR (Supplemental or addendum)

OPPORTUNITIES

- Most likely to create largest increase in capacity
- Allows market to respond to changing demand
- Local control over where higher densities occur

CHALLENGES

- Program development likely to be lengthy and costly
- Potential to create incapability with existing residential neighborhoods.



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STRATEGIC PLAN ALIGNMENT



Strategic Priority 2 – Community Well Being

Goal 2.1 - Facilitate the development of a quality and diverse housing supply that is available and affordable to a wide range of income levels

Goal 2.3 – Strengthen neighborhood identities and improve community health and the physical environment through amenities and programs that foster an increased sense of community and enhanced feelings of pride and belonging citywide.

Cross-Cutting Threads



Community Trust



Fiscal Responsibility



Sustainability & Resiliency



Equity



Innovation



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RECOMMENDATIONS

That the Housing and Homelessness Committee:

- 1. RECEIVE AND FILE** the report on infill development strategies and policy options; and
- 2. PROVIDE** staff with direction to pursue one or more of the strategies presented.



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